

## Message Text

CONFIDENTIAL

PAGE 01 KABUL 05031 01 OF 02 240459Z  
ACTION NEA-10

INFO OCT-01 EUR-12 IO-13 ISO-00 SNM-02 OES-07 AID-05  
CIAE-00 INR-07 NSAE-00 NSC-05 SS-15 TRSE-00 OMB-01  
MED-02 IGA-02 L-03 /085 W  
-----056443 240510Z /10

P R 240330Z JUL 77  
FM AMEMBASSY KABUL  
TO SECSTATE WASHDC PRIORITY 3629  
INFO AMEMBASSY COPENHAGEN  
USMISSION GENEVA  
AMEMBASSY LONDON  
AMEMBASSY PARIS  
DEA HQS WASHDC

C O N F I D E N T I A L SECTION 1 OF 2 KABUL 5031

PARIS FOR DEA

E.O. 11652: GDS  
TAGS: SNAR, AF, US  
SUBJ: ASSESSMENT OF PROPOSED BADAKHSHAN ADDICT TREATMENT FACILITY

REF: A) STATE 158277, B) KABUL A-51 (NOTAL)

1. ALTHOUGH THE UCHTENHAGEN REPORT ON A POSSIBLE ADDICT TREATMENT FACILITY IN BADAKHSHAN PROVINCE CONTAINS CERTAIN MERITS, THE EMBASSY IS CONCERNED THAT SIGNIFICANT DIFFICULTIES COULD ARISE SHOULD THE US GOVT BECOME INVOLVED IN FUNDING THIS PROJECT. REF B: (A) EXPRESSED OUR INITIAL RESERVATIONS CONCERNING THE ABSENCE OF ANY FIRM DATA ON THE PRESENT SITUATION IN REMOTE BADAKHSHAN (A REASON GIVEN BY THE BRITISH FOR NOT BECOMING INVOLVED); (B) INCLUDED OUR VIEW THAT THE GOVT OF AFGHANISTAN (GOA) PROBABLY DID NOT CONSIDER DEVELOPMENT AND HEALTH PROJECTS IN THAT REMOTE PROVINCE TO BE OF THE HIGHEST PRIORITY IN THE OVERALL PICTURE -- ALTHOUGH IN THE NARROWER NARCOTICS FIELD, BADAKHSHAN DOES HOLD A CERTAIN PRIORITY  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KABUL 05031 01 OF 02 240459Z

POSITION FOR THE GOA; AND, (C) STATED THAT PERHAPS THE FIRST USG PRIORITY IN BADAKHSHAN SHOULD BE TO ENSURE THAT THE PROVINCE DID NOT BECOME A NET EXPORTER OF OPIUM. (AT THE PRESENT TIME, MOST, IF NOT ALL, OF THAT REGION'S PRODUCTION IS BELIEVED TO BE CONSUMED LOCALLY.)

2. WE BELIEVE THAT THESE OVERALL CONSIDERATIONS REMAIN ESSEN-

TIAL IN ANY EVALUATION OF AN ADDICT TREATMENT FACILITY, AND, FURTHERMORE, THAT THEY COULD TEND TO ARGUE AGAINST ANY USG FUNDING OF SUCH A FACILITY AT THIS PARTICULAR TIME. WE WOULD STRESS THAT IN AFGHANISTAN, THERE IS NOT NECESSARILY ANY SIGNIFICANT LINK BETWEEN THE CONSTRUCTION OF A TREATMENT FACILITY ON THE ONE HAND, AND THE POTENTIAL ERADICATION OF NARCOTICS PRODUCTION OR TRAFFICKING ON THE OTHER, ALTHOUGH WE DO BELIEVE THAT A FACILITY COULD CONCEIVABLY HAVE A MARGINAL IMPACT IN REDUCTING LOCAL PRODUCTION TO SOME DEGREE.

3. HOWEVER, IT IS MORE DIFFICULT TO EVALUATE A JUSTIFICATION BASED SOLELY ON HUMANITARIAN GROUNDS (REF A). EVEN THOUGH WE HAVE NOTED THE HUMAN MISERY WHICH BY MOST ACCOUNTS EXISTS IN PARTS OF BADAQKSHAN (REF B), WE WOULD QUESTION WHETHER HUMANITARIAN CONCERNS ALONE WOULD WARRANT USG FUNDING OF THIS PARTICULAR PROJECT. WITH RESPECT TO THE JUSTIFICATION THAT SUCH FUNDING WOULD DISPLAY THE "GOOD FAITH" OF THE USG, WE FEEL STRONGLY THAT OUR US AID PROGRAMS (TO MENTION ONLY THE MOST IMPORTANT ASPECT OF OUR EFFORTS HERE) MORE THAN ADEQUATELY REFLECT OUR INTEREST IN PROVIDING DEVELOPMENT ASSISTANCE TO AFGHANISTAN AND ITS PEOPLE, AND THAT OUR BECOMING INVOLVED IN AN ADDICT TREATMENT FACILITY (WHICH MIGHT NEVER GET OFF THE GROUND FOR THE SEVERAL REASONS CITED BELOW) COULD CONCEIVABLY TARNISH, RATHER THAN ENHANCE, THE IMAGE OF THE USG IN THIS COUNTRY.

4. AS FOR THE UCHTENHAGEN REPORT ITSELF, WE WOULD AGREE THAT  
CONFIDENTIAL

CONFIDENTIAL

PAGE 03 KABUL 05031 01 OF 02 240459Z

ITS ESTIMATED COST FOR THE FACILITY COULD BE SIGNIFICANTLY LOW. SPECIFICALLY, IT STRIKES US THAT THE ALLOWANCES FOR THE INITIAL SURVEYS AND PLANNING (WHERE FOREIGN PARTICIPATION WOULD PROBABLY BE CONCENTRATED) ARE INADEQUATE. IN ADDITION, WE QUESTION THE DESIRABILITY OF A DONOR PROVIDING INCENTIVE ALLOWANCES, AND RECOMMEND THAT ALL SUCH ALLOWANCES, DESIGNED TO INDUCE PERSONNEL TO LIVE AND WORK IN ONE OF THE MOST REMOTE AND UNDERDEVELOPED PROVINCES IN AFGHANISTAN, BE PROVIDED BY THE GOA ITSELF. (WE ARE, HOWEVER, NOT OVERLY OPTIMISTIC REGARDING THIS POINT). FINALLY, THERE IS SOME QUESTION WHETHER THE GOA WOULD BE SATISFIED WITH ONLY AN ADDICT TREATMENT FACILITY. MINISTER OF HEALTH OMAR HAS TOLD AMERICAN OFFICIALS THAT SUCH A FACILITY SHOULD BE PART OF A MORE COMPREHENSIVE HEALTH SERVICES CENTER. OTHER AFGHAN OFFICIALS HAVE EVEN MENTIONED THE NEED FOR ADEQUATE ROADS TO PROVIDE ACCESS TO SUCH A CENTER.

CONFIDENTIAL

NNN

CONFIDENTIAL

PAGE 01 KABUL 05031 02 OF 02 240506Z  
ACTION NEA-10

INFO OCT-01 EUR-12 IO-13 ISO-00 SNM-02 OES-07 AID-05  
CIAE-00 INR-07 NSAE-00 NSC-05 SS-15 TRSE-00 OMB-01  
MED-02 IGA-02 L-03 /085 W  
-----056455 240510Z /10

P R 240330A JUL 77  
FM AMEMBASSY KABUL  
TO SECSTATE WASHDC PRIORITY 3630  
INFO AMEMBASSY COPENHAGEN  
USMISSION GENEVA  
AMEMBASSY LONDON  
AMEMBASSY PARIS  
HQS DEA WASHDC

C O N F I D E N T I A L SECTION 2 OF 2 KABUL 5031

PARIS FOR DEA

5. HOWEVER, OUR MOST SERIOUS RESERVATIONS VIS-A-VIS THE PROJECT ITSELF, ARISE OVER THE QUESTION OF ADMINISTRATION. IT IS PRESUMED THAT THE MINISTRY OF PUBLIC HEALTH (MOPH) WOULD BE THE RESPONSIBLE GOA AGENT FOR THIS PROGRAM. THESE MEMBERS OF THIS MISSION WHO DEAL DIRECTLY WITH THE MOPH FEEL THAT THAT MINISTRY HAS SOME SERIOUS PROBLEMS WHICH COULD REDOUND TO THE DETRIMENT OF THE BADAKHSHAN PROJECT. FOR EXAMPLE, THE MOPH HAS A NOTABLE LACK OF A PLANNING CAPABILITY, AS WELL AS OF TRAINED MEDICAL PERSONNEL. IN ADDITION, OVERALL MANAGEMENT WITHIN THE MINISTRY -- INCLUDING SUPPLY, PROCUREMENT, SUPERVISION, AND TRAINING -- IS GENERALLY REGARDED AS POOR. FURTHERMORE, CONSTRUCTION OF RELATIVELY SMALL PROJECTS, SUCH AS BASIC HEALTH CENTERS FUNDED BY THE US AID PROGRAM, ARE MORE OFTEN THAN NOT, BEHIND SCHEDULE -- AND RUNNING INTO COST OVERRUNS. FINALLY, THE MOPH IS ATTEMPTING TO CARRY OUT NUMEROUS PROGRAMS IN MANY DIFFERENT AREAS, AND, FOR THE REASONS CITED ABOVE, IS OPERATING FROM A WEAK MANAGERIAL BASE. THE CONSTRUCTION OF A BADAKHSHAN ADDICT TREATMENT FACILITY WOULD SPREAD  
CONFIDENTIAL

CONFIDENTIAL

PAGE 02 KABUL 05031 02 OF 02 240506Z

THIS MINISTRY'S RESOURCES EVEN THINNER, AND WOULD THEREBY INCUR THE RISK THAT THE ENTIRE PROJECT WOULD BE CARRIED OUT IN AN INADEQUATE MANNER.

6. THEREFORE, FOR SEVERAL REASONS, THIS MISSION WOULD RECOMMEND THAT A VERY HARD LOOK BE TAKEN BEFORE THE USG COMMITS ITSELF

TO PARTICIPATION IN THE BADA KHSHAN PROJECT. WE ALSO RECOMMEND THAT ALL OTHER SOURCES OF FINANCING BE EXAMINED BY UNF DAC BEFORE ANY FURTHER CONSIDERATION TO USG FUNDING IS GIVEN. IN THIS REGARD, IT WOULD SEEM THAT, AS LONG AS DANIDA CONTINUES TO SHOW ANY INTEREST IN THIS PROJECT, WE SHOULD AVOID GIVING ANY IMPRESSION THAT WE ARE CONTEMPLATING THE PROVISION OF SOME SUPPORT. WE SHOULD BE WELL AWARE THAT SUCH A FACILITY WOULD, IN ALL LIKELIHOOD, HAVE LITTLE EFFECT WHATEVER ON NARCOTICS PRODUCTION IN BADA KHSHAN, AND WOULD HAVE ONLY MINIMAL EFFECT ON THE MEDICAL TREATMENT AVAILABLE TO THAT PROVINCE'S ADDICTS. MOREOVER, WE SHOULD KEEP IN MIND THAT THE ADMINISTRATIVE DIFFICULTIES WHICH WOULD UNDOUBTEDLY CROP UP COULD AT A MINIMUM CAUSE EXTENSIVE DELAYS AND FRUSTRATIONS, AND COULD EVENTUALLY CALL THE ENTIRE PROJECT INTO QUESTION.

7. IF THE DECISION WERE EVENTUALLY TAKEN TO PROCEED WITH USG FUNDING SUCH A STEP WOULD PUT US IN THE POSITION OF ASKING FORCEFULLY FOR MORE GOA MOVEMENT IN THE ERADICATION FIELD, BY CITING THE ADDICT TREATMENT FACILITY AS DEMONSTRATED EVIDENCE OF OUR SERIOUS INTEREST IN NARCOTICS CONTROL IN AFGHANISTAN.

8. IN SUMMATION, WE ARE NOT OVERLY SANGUINE REGARDING THE PROBABLE SUCCESS OF THIS PROJECT, NOR ITS POTENTIAL IMPACT ON THE CORE PROBLEMS OF OPIUM PRODUCTION AND TRAFFICKING IN AFGHANISTAN. NEVERTHELESS, EVEN IF THE PROJECT WERE TO EXCEED DR. UCHTENHAGEN'S ESTIMATED COSTS, IT WOULD REMAIN A RELATIVELY LOW-COST EFFORT, AND IT COULD CONCEIVABLY PRODUCE SOME POLITICAL

CONFIDENTIAL

PAGE 03 KABUL 05031 02 OF 02 240506Z

ADVANTAGES WHICH MIGHT BE USEFUL TO US AS WE CONTEMPLATE FUTURE STEPS IN THE FIELD OF NARCOTICS CONTROL IN AFGHANISTAN. THE EMBASSY RECOMMENDS THAT WE DEFER FURTHER CONSIDERATION UNTIL AFTER THE AFGHANS SHOW THEIR HAND (IF AT ALL) AT THE OPENING SESSION OF THE INTERNATIONAL COORDINATING COMMITTEE ON AFGHAN NARCOTIC MATTERS LATER THIS MONTH -- AND UNTIL WE SEE WHETHER UNF DAC HAS BEEN SUCCESSFUL IN SECURING EUROPEAN SPONSORSHIP FOR THIS PROJECT.

ELIOT

CONFIDENTIAL

NNN

## Message Attributes

**Automatic Decaptioning:** X  
**Capture Date:** 01-Jan-1994 12:00:00 am  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** FINANCIAL CONTRIBUTIONS, MEDICAL FACILITIES, DRUG TREATMENT  
**Control Number:** n/a  
**Copy:** SINGLE  
**Sent Date:** 24-Jul-1977 12:00:00 am  
**Decaption Date:** 01-Jan-1960 12:00:00 am  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 22 May 2009  
**Disposition Event:**  
**Disposition History:** n/a  
**Disposition Reason:**  
**Disposition Remarks:**  
**Document Number:** 1977KABUL05031  
**Document Source:** CORE  
**Document Unique ID:** 00  
**Drafter:** n/a  
**Enclosure:** n/a  
**Executive Order:** GS  
**Errors:** N/A  
**Expiration:**  
**Film Number:** D770264-0063  
**Format:** TEL  
**From:** KABUL  
**Handling Restrictions:** n/a  
**Image Path:**  
**ISecure:** 1  
**Legacy Key:** link1977/newtext/t19770725/aaaaavgr.tel  
**Line Count:** 212  
**Litigation Code IDs:**  
**Litigation Codes:**  
**Litigation History:**  
**Locator:** TEXT ON-LINE, ON MICROFILM  
**Message ID:** 63dd8264-c288-dd11-92da-001cc4696bcc  
**Office:** ACTION NEA  
**Original Classification:** CONFIDENTIAL  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
**Original Previous Handling Restrictions:** n/a  
**Page Count:** 4  
**Previous Channel Indicators:** n/a  
**Previous Classification:** CONFIDENTIAL  
**Previous Handling Restrictions:** n/a  
**Reference:** 77 STATE 158277, 77 KABUL A-51  
**Retention:** 0  
**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
**Review Date:** 15-Nov-2004 12:00:00 am  
**Review Event:**  
**Review Exemptions:** n/a  
**Review Media Identifier:**  
**Review Release Date:** n/a  
**Review Release Event:** n/a  
**Review Transfer Date:**  
**Review Withdrawn Fields:** n/a  
**SAS ID:** 1765505  
**Secure:** OPEN  
**Status:** NATIVE  
**Subject:** ASSESSMENT OF PROPOSED BADA KHSHAN ADDICT TREATMENT FACILITY  
**TAGS:** SNAR, AF, US  
**To:** STATE  
**Type:** TE  
**vdkgvwkey:** odbc://SAS/SAS.dbo.SAS\_Docs/63dd8264-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Margaret P. Grafeld  
Declassified/Released  
US Department of State  
EO Systematic Review  
22 May 2009  
**Markings:** Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009